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[Despatch Abstract.]

Legislative Council meeting August 17, 1920 - notes
regarding resolution at - recorded - Narasimha Ayyar Hon'ble
Mr. B.V. - Provincial Educational Service - ^{Pay}land prospects.

NOTES CONNECTED WITH A RESOLUTION ON MATTERS OF GENERAL PUBLIC INTEREST.

[For the meeting of the 17th August 1920]

[SUBJECT.—*Pay and prospects of Provincial Educational Service.*]

The Hon'ble Mr. B. V. NARASIMHA AYYAR:—

III. This Council recommends to His Excellency in Council that the Provincial Educational Service be not placed on a lower footing in the matter of *initial pay, increments and prospects* when compared with the Provincial Civil Service, Executive or Judicial.

HOME (EDUCATION) DEPARTMENT.

Till recently the pay of officers of the Provincial Educational Service was on a graded system. There were nine grades the pay of which ranged from Rs. 200 to Rs. 700 as shown below:—

	RS.		RS.
First grade	700	Sixth grade	350
Second "	600	Seven "	300
Third "	500	Eighth "	250
Fourth "	450	Ninth "	200
Fifth "	400		

The Public Service Commission recommended that, in place of the graded system of pay for the Provincial Educational Service, an incremental system should be adopted and that the increments should be so arranged as to remove any inducement to premature retirement. As regards the rate of salary, they considered that the rate hitherto paid for the educational services had not only been calculated on a faulty system but were also inadequate in themselves. They remarked that the counter attractions of the Bar and the other services were preventing the department from getting a large enough supply of the best men. For the Provincial Educational Service they proposed that the same general scale be adopted as had been proposed for the Provincial Civil and Police services and other such like services which were recruited in India. The actual scale recommended by them for the Provincial Educational Service was Rs. 250—40/3—450—50/3—500 for the main body of officers with selection grades of Rs. 500—40—700 for 15 per cent of the total cadre.

2. The local committee which considered the recommendations of the Commission suggested that the scales proposed by the Commission for the Provincial Educational Service might be accepted, provided they proved not less favourable than those finally settled for the Provincial Civil Service. In letter No. 951, dated 17th July 1918, this Government recommended a scale of Rs. 250—20—450—25—700 for officers of the Provincial Educational Service. The Government of India and the Secretary of State, however, decided that it was not advisable to fix a rigid scale of pay for the Provincial Educational Service applicable alike to all provinces and left it to local Governments to fix their own scales subject to a minimum pay of Rs. 250 and a maximum of Rs. 800. This Government have just sanctioned a new time-scale—Rs. 250—25—500—50—800—subject to an efficiency bar at Rs. 500 for officers of the Provincial Educational Service.

3. The Additional Member suggests that in the reorganization, the Provincial Educational Service should not be placed on a lower footing than the Provincial Civil

para 21 & 22
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Service, Executive or Judicial, in the matter of initial pay, increments and prospects. The revised pay sanctioned or proposed to be sanctioned for these services is tabulated below :—

Provincial Educational Service.	Provincial Civil Service.	Provincial Civil Service.
Rs. 250—50—500 (efficiency bar) 50—800.	Executive— Probationers— Rs. 250 on appointment and Rs. 275 after passing examinations. From date of confirmation— Rs. 300—40—500 (efficiency bar) Rs. 50—850. Selection time-scale for 3 per cent of cadre— Rs. 1,000—100—1,200.	Judicial— District Munsifs— Rs. 300—40—500 (efficiency bar) Rs. 50—600. Sub-Judges— Rs. 550—50—850. Selection time-scale for 3 per cent of cadre— Rs. 1,000—100—1,200.

4. From the above, it will be seen that the revised scales of pay adopted for the Provincial Civil Service, Executive and Judicial branches, are higher than the scale adopted for the Provincial Educational Service. But the Secretary of State himself has allowed a higher minimum and maximum pay for the Provincial Civil Service than for the Educational Service, presumably because the duties of officers of the former service are more onerous than those of the latter. Ordinarily, no doubt, persons recruited for the Provincial Educational Service are men of high University qualifications, but their work cannot be considered to be so arduous or responsible as that of officers of the Provincial Civil Service. When the recommendations of the Public Service Commission were under consideration in 1918, the Honourable Member (as Chief Secretary) noted as follows :—

"As to class II (or the Provincial Educational Service). I demur to the local committee's proviso that the final scale should not be 'less favourable than that finally settled for the Provincial Civil Service.' With an annual vacation, comparative leisure and, generally speaking, less responsible work, Educational officers ought to be procurable for lower rates than most Provincial Civil Service men. Equality in remuneration appears to me financially extravagant."

S.K.—30-7-20. N.K.—30-7-20.

5. In respect of the rate of increments, no doubt a Provincial Educational Service officer will draw only Rs. 800 after seventeen years' service while a Provincial Civil Service officer will draw Rs. 850 in eleven or twelve years' service, provided in the case of the member of the Judicial branch a suitable vacancy in the Sub-Judges' cadre occurs for his promotion from the District Munsifs' cadre. But the minimum and maximum having been fixed by the Secretary of State for the Provincial Educational Service the rate of increment adopted for the scale should be such as to give an even flow of rise to the maximum. The scale eventually adopted for the Provincial Educational Service was that suggested by the Director of Public Instruction himself. His reasons for fixing the increment at the rate approved and his general observations as regards the prospects of the officers are given in the following extract from the Director of Public Instruction's note :—

"The majority of the persons who are appointed to the Provincial Educational Service are nearly or more than forty years of age, so that the scale suggested which will occupy seventeen years before any member draws its maximum for a year appears to be fairly suitable and, since most persons desire to be on the highest rate of pay for three years prior to retirement in order that they may receive the full benefit of the pension rules, the scale suggested appears suitable for all persons who are recruited for the Provincial Educational Service at or over the age of 35 years, presuming the normal age of retirement to be 55 years. Furthermore if any person is recruited to the Provincial Educational Service under 35 years of age he will ordinarily be a person of above the average calibre and would look for promotion ultimately from the Provincial Educational Service to the Indian Educational Service."

In these circumstances there seems to be no grounds for revising the scale of pay already settled for the Provincial Educational Service.

6. Some members of the Madras Educational Officers' Association proposed to wait on the Honourable Member in deputation during his last visit to Madras to represent 'the legitimate grievances of the service and the apprehended differential treatment in the ensuing reorganization of the Provincial services resulting in inadequate salary and increments to the Provincial Educational Service.' The proposal was, however, subsequently withdrawn.

p. 28 of telegram
p. 2 of 11.7.20

p. 28 of notes
p. 2 of 11.7.18

p. 3 of notes
with 15.7.20

copies of Com-
pendium attached
to notes 15.7.20

7. The file may be sent to the Director of Public Instruction u.o. for remarks.

C. RAMANUJA ACHARIYAR—31-7-20.

There is an essential difference between the Provincial Educational Service and the Provincial Civil Service *hereafter*. A member of the Provincial Civil Service does like work like a member of the Indian Civil Service but draws lower pay on account of the nature of the recruitment. But in the Educational Department, *all* responsible posts are to be transferred to the Indian Educational Service. And practically there will be many more promotions from the Provincial Educational Service to the Indian Educational Service than from the Provincial Civil Service to the Indian Civil Service—an argument on which we declined to sanction selection grades for the Provincial Educational Service.

R. RAMACHANDRA RAO—31-7-20.

OFFICE OF THE DIRECTOR OF PUBLIC INSTRUCTION.

The initial pay of members of the Provincial Educational Service is the same as that of members of Provincial Civil Service, Executive, and Rs. 50 less than members of Provincial Civil Service, Judicial. District Munsifs are presumably selected from persons who have taken a degree in law which requires a two years' course over and above the ordinary graduate course and who must have had some experience in legal work. Members of the Provincial Educational Service ordinarily have obtained the degree of Licentiate in Teaching, the course for which extends over one year only. They also will have had some experience in teaching, but as a general rule the District Munsif must be considered to have had a longer college training than the member of the Provincial Educational Service.

The increments of the members of the Provincial Educational Service and the Provincial Civil Service, Executive, are the same up to Rs. 300 *per mensem*. The increments above Rs. 500 *per mensem* are the same in the Provincial Educational Service, the Provincial Civil Service, Executive, and the Provincial Civil Service, Judicial, viz., Rs. 50 *per mensem*. The increments in the Provincial Educational Service permit a member reaching the maximum in seventeen years so that every person who is promoted or appointed to the Provincial Educational Service at or less than 38 years of age will reach his maximum before he retires.

The prospects of promotion of members of the Provincial Educational Service to the Indian Educational Service are not remote and the officers selected for promotion will have excellent prospects. Whether these prospects compare with those of members of the Provincial Civil Services, Executive and Judicial, can be answered better by the Secretariat in its many branches than by me. The argument can always be brought forward, although I should loth to have to bring it forward, that the work of an officer of the Provincial Civil Service is of a more responsible nature than that of a member of the Provincial Educational Service.

R. LITTLEHAILES—6-8-20.

HOME (EDUCATION) DEPARTMENT.

Under the Secretary of State's orders 50 per cent of the total number of vacancies in the Indian Educational Service should be filled by recruitment in India. Such recruitment may be by direct appointment or by promotion from the Provincial Educational Service. It may be assumed that a fair proportion of the posts to be filled in India will be conferred on officers of the Provincial Educational Service if they are qualified. Further, the Government of India have been requested to obtain the sanction of the Secretary of State to the transfer of eighteen posts from the Provincial

para 11,
p. 4 of (10)
Letter 487
23.4.20 (4)

para 12 of Letter 10

Educational Service to the Indian Educational Service: These eighteen posts are to be filled by recruitment in India. Members of the Provincial Educational Service who are qualified for promotion will be appointed to the Indian Educational Service when these posts are transferred.

As regards the Provincial Civil Service, it is understood from the Public Department that there are at present only ten listed superior posts to which members of the Provincial Civil Service, Judicial and Executive branches, can be appointed. The number of listed posts may be increased in the near future, but the prospects for promotion from the Provincial Educational Service to the Indian Educational Service seem, on the whole, to be better than those of the officers of the Provincial Civil Service to listed posts.

2. Orders are solicited as to whether further information should be called for, whether the resolution should be discussed in the Executive Council and who will be in charge of it.

S.K.—8-8-20. N.K.—8-8-20.

C. RAMANUJA ACHARIYAR—9-8-20.

R. RAMACHANDRA RAO—9-8-20.

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I will take charge of the resolution, which shall be discussed in Executive Council. A copy of these notes shall be printed up at once locally.

The only additional information I shall want be flagged ^{copies of the} rules for admission to the P.C.S. - Executive & judicial branches: also for the I.E.S. + P.E.S.
Ld.
10/8/20



With reference to the H.M.'s note above the following papers are submitted:-

(1) Rules for admission to the Provl. Civil Service, executive and judicial branches - G.O. No. 772, Home (Mis), dated 13th November 1918.

(Vide also pages 23 to 27 of the pamphlet "Abstract of rules relating to public service examinations")

(2) Extract of rules for admission to the Indian Educational Service - pages 1 and 2 of (I)

(3) Procedure in regard to admission to the Provl. Educational Service - page 3 of (I)
N.K. 11-8-20.

C.R. 11-8-20.

(Ld. by Cor)

b 6

Extract from the Proceedings of a Meeting of the Council of the Governor of Fort St. George assembled for the purpose of making Laws and Regulations under the provisions of the Act of Parliament, 5 & 6 Geo. V. Ch. 61.

The Council assembled at the Victoria Buildings, Egmore, at 11 a.m. on Tuesday, the 17th day of August 1920.

RESOLUTION RE PAY AND PROSPECTS OF PROVINCIAL EDUCATIONAL SERVICE.

The Hon'ble Mr. B. V. NARASIMHA AYYAR moved the following resolution :—

"I. This Council recommends to His Excellency in Council that the Provincial Educational Service be not placed on a lower footing in the matter of initial pay, increments and prospects when compared with the Provincial Civil Service, Executive or Judicial."

In doing so, he said :—"It is a matter of regret to me that the Hon'ble Mr. Littlehales is not here to-day. From some information I had, I have reason to believe that his sympathies with the Educational Service under him may have helped us in placing matters in a clearer light in the house; he may throw some light on some important questions. I think it is a bad case that requires to be argued at great length, but I must take the warning from the fate of the Hon'ble Mr. T. Arumainatha Pillai's length of speech in support of his motion. I shall therefore best serve my purpose by closing my motion with occupying the house only a couple of minutes. It is well known that the Provincial Educational Service has been placed on a lower footing than the Provincial Executive or Judicial Services. The former starts on Rs. 250 with an annual increment of Rs. 25. I presume I am right. Because there is some distinction drawn, let us examine the question and find out any reason for drawing such a distinction. Can it be said that persons belonging to the Provincial Educational Service really belong to an inferior class? Can it be said that the work which they are doing is less important or less onerous? I believe it will not be possible for any one to contend that educational work is less onerous or less important. I think I have heard one gentleman suggesting that these educational officers often get holidays and enjoy much leisure and in some cases are better off than the deputy collectors. But certainly they seem to be on a par with judicial officers so far as long vacations are concerned. As for the strain on the intellect I believe Judicial and Educational services may be put on a par. As to the question of preparation and training, L.T. and B.L. are somewhat similar. Before any person takes up his place in the Provincial Educational Service, he has to do a longer period of waiting than a Provincial Judicial Officer. I think it is unnecessary to labour the point further because I believe most of us are fully acquainted with the facts of the case, and we can say that they may be placed on the same footing unless there are very cogent reasons for treating them differently. Till now we have not been able to show any reasons why they should be placed on a different footing. For these reasons I would suggest that the Provincial Educational Service be not placed on a lower footing in the matter of initial pay, increments and prospects when compared with the Provincial Civil Service."

The Hon'ble Khan Bahadur A. T. G. M. AHMAD TAWBI MARAKKAYAR :—"I second it."

The Hon'ble Mr. L. DAVIDSON :—"Your Excellency, it is not very often that a prepared note on a resolution in this Council can be given practically *in extenso*, but on this occasion I find myself in that happy position. The Hon'ble Mr. Narasimha Ayyar starts with the assumption that 'it is well known' that the Provincial Educational Service has been placed on a lower footing than the Judicial and the Executive branches of the Provincial Civil Service; and asks—as I think rightly—to be furnished with cogent reasons for differentiation. I propose to show, Sir, that the differentiation which he assumes is not in accordance with the real facts of the case. On the contrary the principle underlying this resolution has been accepted broadly in the Report of the Public Service Commission and taken into account in the correspondence that afterwards passed between the Local Government, the Government of India and the Secretary of State. The exact words of the Public Service Commission's recommendation were that 'the same general scale should be adopted as has been proposed for the Provincial Civil and Police Services and for other such like services which are recruited in India.' That principle has, I say, been taken into account steadily throughout the discussions, and the final decision of the Secretary of State, based on the same principle, left it to Local Governments to fix their own scales subject to a prescribed minimum and a prescribed maximum of Rs. 250 and Rs. 800 respectively.

"Now the scale which we have adopted in this Presidency has been notified in a Government Order which has been placed on the Editors' Table. I am not quite certain whether the Hon'ble Mr. Narasimha Ayyar has received it or not, as it is dated only 15th July. The scale begins with a minimum of Rs. 250, rising by annual increments of Rs. 25 up to the stage of Rs. 500, which is constituted an efficiency bar, and thereafter by annual increments of Rs. 50 to a maximum of Rs. 800. As I have explained, we were limited in respect of the minimum and the

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(Mr. Davidson.)

[17TH AUGUST 1920]

maximum by a final decision of the Secretary of State. I cannot enter into a comparison between these rates and those of the Judicial branch of the Provincial Civil Service, because as, I think, has been stated in answer to one of the questions put at this meeting of the Council, the latter are still under correspondence with the Government of India. But I may say that, practically speaking, the scale of the Judicial branch is likely to be very much the same as that of the Executive branch. I must, however, for the moment confine myself simply to comparison with the Executive branch.

"The rates fixed in that case were notified in G.O. No. 1352, dated 11th June 1920. The range from Rs. 250 to Rs. 850 with a selection grade of Rs. 1,000-100-1,200, that selection grade being limited to 3 per cent of the sanctioned strength. Initial appointments are on probation for a period of two years and the annual increment during that probationary stage is Rs. 25 or exactly the same as in the case of the Provincial Educational Service. After the probationary period the annual increment is Rs. 40 and the scale rises accordingly until an efficiency bar of Rs. 500 is reached as in the case of the Provincial Educational Service. Thereafter the rate of increment is Rs. 50 until the ordinary maximum of Rs. 850 is reached. So far, therefore, as the minimum pay is concerned, the Executive branch of the Provincial Civil Service is on exactly the same footing with the Provincial Educational Service, and in respect of increments there is no differentiation except for the stage between Rs. 300 and Rs. 500, which in the case of the Provincial Civil Service occupies a period of five years and in the case of the Provincial Educational Service eight years, or three years longer.

"I propose now to endeavour to explain the principle upon which these increments have been fixed. I should like to premise that neither in respect of the method of recruitment nor with regard to the prospects of further advancement is the Educational Service on precisely the same footing as the Executive branch of the Provincial Civil Service; I shall refer further to the question of prospects at the close of my remarks. Now what we had to do in fixing the scale of increments left to our discretion by the Secretary of State was to work out a scale which would be suitable for the majority of the members of the Provincial Educational Service. The members of the service may roughly be put into three classes. First of all I would take the promoted member of the subordinate educational service who after a long and honourable career is elevated in the closing years of his service to the Provincial Educational Service; secondly, there is the subordinate who gets such promotion not in his latter days but at the normal age; thirdly, there is a small class which is composed of two subdivisions, namely, (1) the man who is appointed directly to the Provincial Educational Service and (2) the man who is promoted to it at an abnormally early age.

"Now according to this classification, the worthy old officers coming within the first class by the fact of their promotion secure a reward which is not inappropriate to their abilities; the initial increment which they get in consequence of that promotion represents a substantial advance on the pay which they have been previously drawing in the subordinate service; and by reason of the age at which they enter the senior service they have no hopes of approaching the maximum.

"I turn next, taking them out of order, to officers of the third class. These are *ex hypothesi* men above the average in calibre and if they are industrious and well-conducted they should pass smoothly through the incremental stages of the Provincial Educational Service and attain the maximum at a comparatively early age. They have then the prospect of promotion to the Indian Educational Service and it is that attraction upon which we rely to secure the services of men well above the average ability but not so much so as to command initial appointment to the Indian Educational Service. I shall refer again later to the question of the prospects which they have of promotion to the Indian Educational Service.

"These two classes—classes (1) and (3)—are limited in number and exceptional. Therefore we did not take them into account in fixing the incremental scale. Our object was to make it suit the case of the second class, who constitute the majority of the members of the Provincial Educational Service; and the basis of our calculation was that for future purposes the normal age of entry by promotion into the Provincial Educational Service may be taken as 35 or 36 years. On that assumption the average recruit who has succeeded in passing the efficiency bar of Rs. 500 will attain the maximum of the scale, Rs. 800, in 16 years, being then 51 or 52, that is to say, at a period of age which will enable him to serve for three years on the maximum pay and to gain the maximum pension. That is the basis of our incremental scale.

"I have now dealt with the questions of the minimum pay and the rate of increment. As regards the maximum, Rs. 800, that is, as a matter of fact, only Rs. 50 less than the ordinary maximum in the case of the Executive branch of the Provincial Civil Service.

"I have next to touch on the question of comparative prospects. Criticism will centre itself naturally in the first instance on the point of the omission of a selection grade corresponding to the selection grade which has been sanctioned for the Executive branch of the Provincial Civil Service. The reason why no selection grade has been proposed for the Educational Service is that members of this service have far greater chances of promotion to a higher status than the members of the Provincial Civil Service possess. I cannot say exactly how many listed

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(Mr. Davidson; Mr. Narasimha Ayyar.)

posts are or will be open to the members of the Provincial Civil Service, but it is quite certain that in that particular respect they are far worse off than members of the Provincial Educational Service. In the first place, the Secretary of State has laid down that 50 per cent of the appointments in the Indian Educational Service shall be filled by Indians and that a preponderance of the Indian element shall be maintained in each of the three branches—administrative, collegiate and special; and whenever a vacancy arises, it is an order first to examine and decide whether the vacancy shall be filled by direct recruitment or by promotion from the Provincial Educational Service. It may safely be assumed that a very large proportion of such vacancies will go to men coming from the Provincial Educational Service whose qualifications come up to the requisite standard. That is a normal expectation in the case of the Provincial Educational Service. But apart from this normal expectation there is in the immediate future a much brighter prospect. Proposals are now pending before higher authority for the transfer of 18 or 20 posts in the Provincial Educational Service to the Indian Educational Service. In the ordinary course the present incumbents of these posts will go into the Indian Educational Service if they are up to the requisite standard. There is nothing corresponding to that in the case of the Provincial Civil Service. Moreover it has been laid down that all the appointments which it is proposed so to transfer shall be filled by recruitment in India. I think, Sir, I have succeeded in proving the proposition with which I started, namely, that in respect of prospects members of the Provincial Educational Service are much better off than members of the Provincial Civil Service; and the Council may take it from me that the prospects of the Judicial branch will not be materially different from those of the Executive branch.

"Before closing, I should like, as a personal remark, to mention that judging from the standpoint of market value it is quite arguable that educational servants should be procurable at lower rates than executive or judicial officers, enjoying as they do comparative leisure, less responsibility and an annual vacation, points to which the Hon'ble Mr. Narasimha Ayyar referred in his opening speech. But it is not relevant to labour that side of the question, because, as I have said, from the Public Services Commission to the Local Government, the Government of India and the Secretary of State, the principle has throughout been accepted that there should be substantial equality in the pay and prospects of the different services. Finally, one further comment is called for by the remark of the Hon'ble Mr. Narasimha Ayyar that the incumbents of the Provincial Educational Service hold no less onerous and important posts than officers of the Indian Educational Service. Whatever may have been the case in the past, I venture to think that this will not be the case in the future, for it is now proposed to transfer to the Indian Educational Service all the more responsible appointments in the Provincial Educational Service. Now, that presents a very distinct point of difference from the Provincial Civil Service where you have officers holding divisional charges and doing exactly the same work as members of the Indian Civil Service. There is nothing corresponding to that in the case of the Provincial and Indian Educational Services.

"I have nothing more, Sir, to say except that for the reasons I have given the resolution is not one which the Government can accept and that I think what I have said will go some way at least to convince the honourable mover and his seconder that the measure of equality which they advocate has in fact been substantially attained."

The Hon'ble Mr. B. V. NARASIMHA AYYAR :—"I wish to make some remarks. I fail to follow the justification for the last sentence of the Hon'ble Mr. Davidson that equality has been attained. There is only 25, whereas it is 40 in the other. The explanation he gave was that they were taken into consideration though there is a set of persons in normal times in the Provincial Educational Service and qualified for pension at a particular age."

The Hon'ble Mr. L. DAVIDSON :—"I said 'substantial equality'."

The Hon'ble Mr. B. V. NARASIMHA AYYAR :—"I mean to say there are several points of difference. The ordinary looker-on will see that there is some difference left. That is the reason why I pressed the resolution."

The resolution was put to the vote and lost.

F. J. RICHARDS,
Acting Secretary to Govt., L. & M. (Legislative) Dept.

The resolution was
p. 8 ante put to the vote and lost.

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